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JOINT REQUIREMENTS GENERATION PROCESS

General

An understanding of requirements is especially key in joint programs for the reasons discussed in Chapter 3. Moreover, because of the pace of change in our national security environment and the resulting restructuring of the Unified Commands and Components that reflect this global environment, requirements are frequently altered today. The Secretary of Defense (SECDEF) has assigned new missions to the U.S. Atlantic Command, including overseeing joint exercises of Continental United States (CONUS) based forces and peacekeeping support. The Army is preparing for expeditionary operations under its *Land Force Dominance* doctrine. The Navy and Marine Corps are planning for more emphasis on littoral warfare as described in the Navy's *From The Sea* white papers. For its part, the Air Force has undertaken the most major reorganization since its founding to implement its *Global Reach-Global Power* strategy. Requirements generation is an evolutionary process, defining a needed capability to fulfill a deficiency or exploit a gap amid this changing military environment.

Mission Need Statement (MNS)

The MNS identifies the need or deficiency in broad operational terms. It is written after analysis shows that nonmateriel solutions and existing systems will not address the deficiency. Validation is the review by an operational

authority[8] to confirm the requirements, assess joint service potential, and make a Milestone 0 recommendation. The approval authority sends the requirement for action to the Under Secretary of Defense (Acquisition and Technology) (USD(A&T)) for acquisition category (ACAT) I programs, to the Assistant Secretary of Defense (Command, Control, Communications, and Intelligence (ASD(C^{3}I)) for ACAT IAM programs, and to the Department of Defense (DoD) Component Acquisition Executive (CAE) for other categories. The approval authority should also recommend the Joint Potential Designator (JPD) and may recommend the lead component for joint programs. The Commander-in-Chiefs (CINCs), Component Chiefs and Heads of Defense Agencies may validate and approve ACAT II and III MNS. Except for U.S. Special Operations Command (USSOCOM), the Unified Command CINCs have no CAE. The Unified Commands generally work with their components to find a sponsor, but may send an MNS directly to the JROC for resolution and recommendation of a lead component.

Operational Requirements Document (ORD)

The ORD focuses on incorporating the results of cost-schedule-performance trade-offs from the alternatives analysis. The ORD documents system requirements for fielded systems, including system capabilities and characteristics. Further, it specifies system requirements with regard to performance objectives and thresholds and identifies key parameters. An *objective* is the most operationally meaningful, time critical, cost effective level of performance—better than a threshold. Any more could be considered **gold-plating**. A *threshold* is the minimum acceptable level of performance needed to meet the user's need. Below this, the system's value becomes questionable.

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[8] The Joint Requirements Oversight Council (JROC) does this for Acquisition Category (ACAT) I, an Office of the Secretary of Defense (OSD) Principal Staff Assistant (PSA) for ACAT IA, and the component chief or agency head for ACAT II and III.

Thresholds and objectives may be the same parameter. *Key performance parameters* are those capabilities and characteristics so significant that failure to meet them may cause the program to be reassessed or terminated.

The ORD provides a link from the MNS to the acquisition program baseline (APB), test and evaluation master plan (TEMP), and to the contract specifications. Contract specifications for the Program Definition and Risk Reduction (PDRR) phase must be consistent with (but not necessarily match) ORD threshold values, showing technical progress to the objective values. Contract specifications should reflect objective values in the Engineering and Manufacturing Development (EMD) phase.

Interoperability of C⁴I Systems

The J-6, Joint Staff, certifies all component approved MNS and ORDs for conformance with joint C4 policy and doctrine, architectural integrity, and interoperability standards. Chairman, Joint Chiefs of Staff Instruction (CJCSI) 6212.01A describes this certification process.

Views of Former Joint PMs:

- *A major cost driver is the inability to make decisions on joint requirements.*

- *Contract problems can be traced back to technical issues and related to the ability to meet the requirements levied upon the system. Problems arise from a lack of distinction between program "objectives" and "thresholds" wherein the components set their thresholds equal to their objectives for fear that their objectives would otherwise not be met. The joint PM must validate the requirements on merit, with a value-added perspective.*

- *The Joint Requirements Oversight Council (JROC) process is important because of user participation and the ability to coordinate or identify requirements issues.*

- *In development of the ORD, 50 percent of the time is spent with users discussing trade-offs.*